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WORKPLACE HEALTH & SAFETY AGENCY

ACCOMPLISHMENTS OF THE WORKPLACE HEALTH AND SAFETY AGENCY JANUARY 1991 - JUNE 1995

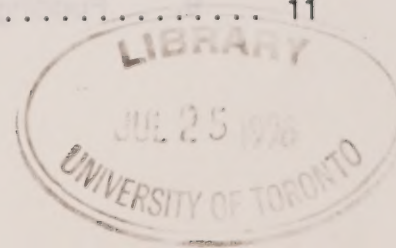
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WORKPLACE HEALTH AND SAFETY AGENCY

MISSION STATEMENT

The Workplace Health and Safety Agency, a bipartite organization of labour and management, is committed to promoting and enhancing the highest degree of physical, mental, and social well-being of workers. This will involve empowering the workplace parties to direct their destinies, so that the incidence and consequence of accidents, illnesses and diseases arising out of events and exposures in the workplace can be reduced. The Agency will strive to achieve these objectives through joint Labour-Management leadership and co-operation under the letter and spirit of the *Occupational Health and Safety Act* of Ontario and will include the:

- generation of knowledge on health and safety hazards;
- development, delivery and administration of education and training programs for the workplace parties;
- promotion of occupational health and safety;
- development and publication of standards of performance for health and safety;
- direction and supervision of funding, and;
- encouragement of the bipartite approach for continuous improvement throughout the health and safety network.

ACCOMPLISHMENTS OF THE WORKPLACE HEALTH AND SAFETY AGENCY JANUARY 1991 - JUNE 1995

The mandate of the Workplace Health and Safety Agency, as established by the 1990 amendments to the *Occupational Health and Safety Act* ("the Act"), encompasses responsibility for many major aspects of preventing workplace illness and injury.

In its relatively brief history, the Agency has made significant progress towards fulfilling its legislated responsibilities. Section A of this document provides a summary of the Agency's accomplishments to date with respect to each element of its statutory mandate, as set out in section 16 of the *Occupational Health and Safety Act*. Section B describes related accomplishments in support of its legislated mandate.

A. AGENCY ACCOMPLISHMENTS WITH RESPECT TO ITS MANDATE

1. Develop Requirements for Certification of JHSC Members, and Establish and Administer the Certification Process

a. Development of Certification Requirements and the Core Certification Training Program

In April 1991, the Agency's Board of Directors established a Certification Committee to advise on various matters related to development of certification requirements. This committee was mandated to develop a consensus on the certified member's duties and responsibilities and then report back to the Board. In July 1991, the Committee tabled its report entitled "Core Training Subject Matter for Certification."

The Core Certification Training (CCT) program is based on a list of 190 learning objectives that were approved by the Certification Committee of the Board of Directors. Work began on this project in October 1991. Hundreds of hours of research and writing by a 16-person writing team (eight labour and eight management writers) resulted in the production of a three-binder set of materials titled the "Consensus Content Document".

In February 1992, the Board approved a plan for finalizing the Core Certification curriculum and approved the creation of a Certification Department within the Agency. In accordance with the curriculum plan, a small team of writers revised the draft program modules under the direction of the four OHS professionals on the Board. The resulting draft CCT program document was approved by the Board in April 1992. These draft materials were further edited and reviewed by a Technical Advisory Committee established by the Board in July 1992.

An agreement on the duration of core training was not reached until the Board meeting of October 1992, at which a vote was taken on the Core Certification Proposal, which outlined a plan for three levels of training to be determined using criteria established by the Agency.

Other issues addressed by the Board included record keeping, portability, grandparenting and equivalency, copyright, marketing and communications, and establishment of the Agency's administrative systems for the CCT program.

The CCT program was officially launched at a press conference at Queen's Park in April 1993.

b. CCT Administration System

Delivery of the CCT program is delegated to the Health and Safety Delivery Organizations (HSDOs) which train and approve CCT instructors. The Agency has developed a detailed administrative system for the CCT program. The policies and procedures to be followed by the HSDOs and Agency staff are outlined in the Agency's *Operational Policies Manual for the Delivery of the Certification Program* published in October of 1993. Some aspects of the administrative system are highlighted below:

i. Selection of Training Category

To determine the level of Core Certification Training required, workplaces are classified into three categories, based on the size and complexity of the job site and the health and safety hazards present in the workplace. Determination of training category is the responsibility of the members of each joint health and safety committee who are instructed to apply the certification criteria and guidelines to their workplace and answer a series of questions based on their knowledge of existing hazards and work processes.

The Agency's policy is to accept the category of training chosen by the joint committee. It only gets involved in the selection process if the workplace parties are unable to reach agreement or if parts of the criteria were overlooked in arriving at the training requirement.

ii. Selection of Health and Safety Delivery Organization

Following the determination of training category, candidates for certification must choose the health and safety delivery organization where they wish to register for the core program. The Agency strongly encourages the worker and management members of each JHSC to attend the same training session. However, if the workplace parties cannot agree on an HSDO, Agency policy is to allow each side to choose its own delivery organization.

iii. Participant Registration

Individuals may register for the CCT program in either one of two ways. They may contact the HSDO of their choice and register for a course or they may telephone the Agency's certification representatives on the 1-800 hotline who will record the information about the workplace and forward it to both a **sector delivery organization** and the Workers Health and Safety Centre (WHSC). The workplace parties will then be contacted and advised of the training schedules in their area.

iv. Program Materials

The Agency warehouse is responsible for delivery of all training materials for the CCT program, either directly to the course location or to the HSDO, which in turn forwards them to the course location.

v. Classroom Monitoring and Performance Review

Performance Standards Representatives from the Agency visit CCT courses on a regular basis in order to monitor the delivery of the program in accordance with Agency policies and guidelines.

c. Certification Specifics

The Agency has determined that certification of JHSC members will be based on fulfilment of three criteria: completion of Core Certification Training; completion of a workplace hazard analysis and workplan; and completion of Certification Specifics training when available. At the present time, and until Certification Specifics programs are available, certification is provided on a provisional basis to designated JHSC members on completion of the first two criteria.

The Certification Specifics programs, which are currently being developed through a bipartite process, are intended to provide candidates for certification with the knowledge and skills to properly identify and control hazards specific to their industry or sector.

The responsibility for development of the Certification Specifics programs rests with the Certification Department of the Agency. The department oversees the 40 labour and management sector coordinators for 20 different sectors who research, develop and write the training materials for their respective sectors and ensure that the programs meet the needs of the workplace parties. These sector coordinators report to their respective labour and management administrators. Project specialists at the Agency facilitate project administration and monitor the progress of sector coordinators.

Before commencing writing of the Certification Specifics modules, each team of two bipartite sector co-ordinators conducted a needs assessment, which identified hazards and training needs in their sector.

To assist in the resolution of certain policy issues related to the delivery of Certification Specifics, the Board established a Task Force on Certification Specifics at its June 1994 meeting. The purpose of this task force is to recommend policies to the Board on issues such as delivery methods, equivalency and the duration of training.

d. Initial Assessments of Core Certification

As of June 1995, more than 31,000 people had successfully completed the Core Certification Training Program.

Results of an independent evaluation of the CCT Program indicate that a majority of both worker and management trainees responded very positively to the program, and expect it to improve JHSC performance.

Among both management and worker trainees of large and small workplaces and for all industries, there was a sizable increase in the number who reported a positive assessment of the training program after completing it, compared with their assessment before taking it. For example, 72.2% of management trainees reported a positive assessment of the program before taking it; after program completion this proportion increased to 91.5%. In addition, 82.5% of management trainees expected that the training would improve joint health and safety committee

performance, 77.9% expected it to improve the workplace inspections process, and 75.3% expected it to improve compliance with legislation. For worker trainees, comparable proportions were even higher.

2. Develop Training Programs and Contribute to Development of Safety Programs by Other Institutions

a. MIPP

The Musculoskeletal Injuries Prevention Program (MIPP) was developed jointly by management and labour under the aegis of the Agency as a prevention tool for dealing with Ontario's most frequently occurring work-related injuries.

MIPP trains front-line supervisors and workers to prevent injuries caused by repetitive or forceful movements and awkward body positions. These injuries account for about half of the annual lost-time injury claims processed by the Ontario Workers' Compensation Board.

A one-day program, MIPP is provided by the HSDOs in the Agency system. MIPP has also been tailored to eight specific industrial sectors and/or job categories – assembly (including processing and repairing); retail and services; manufacturing; construction; transportation; clerical and related professions; health care; and mining.

More than 3500 participants have attended MIPP training.

A survey of 364 MIPP participants undertaken for the Agency indicates strong support and general approval for the program:

- Ninety-three percent said they would recommend the program to others.
- Ninety-six percent said the program was "useful" to "very useful."
- Seventy-three percent said it would be a good idea for all employees in Ontario to take the training; only 11 percent thought it should be reserved for those directly at risk.

b. WHMIS

The Workplace Hazardous Materials Information System (WHMIS) is the result of several years of tripartite consultation. It is intended to protect employees and employers in the workplace by giving vital information about workplace hazardous materials. WHMIS delivers this information by means of cautionary labels on containers of hazardous materials, provision of material safety data sheets (MSDS) about each material and a worker education program.

To help meet the training requirements of WHMIS legislation, a training program was developed jointly by the Workers Health and Safety Centre and the Industrial Accident Prevention Association, under the aegis of the former Occupational Health and Safety Education Authority (OHSEA) of the WCB. Multi-language (Italian, Portuguese, Chinese, and Punjabi) training materials became available in 1991. The training materials, which are divided into four modules with corresponding manuals, help to explain to workers and managers the universal hazard symbols and other necessary information relative to workplace hazardous materials.

Administration of the WHMIS program came under the auspices of the Agency on January 1, 1991. By June 1995, approximately 85,000 worker kits, representing more than 350,000 module volumes, 26,000 WHMIS Hazard Series Worker Training Manuals, and approximately 2,500 leaders' kits had been sold.

c. Biomedical Surveillance Training

In response to a request by the Ministry of Labour, the Agency has agreed to develop educational materials for workers, employers, and joint health and safety committee members on new biomedical surveillance requirements to be introduced by regulation.

The project will be managed by the Agency with the advice of a steering committee consisting of representatives of the Agency, the Ministry, and worker and management members of the Biomedical Surveillance Task Force of the Joint Steering Committee on Toxic Substances.

d. Submission to the Royal Commission on Learning

In January 1994, the Agency made a submission to the Royal Commission on Learning on the need to improve OHS educational programs in Ontario's

secondary and elementary schools. The submission noted that many young workers are entering high-risk occupations with "little or no skills training, and even less health and safety training."

- e. Submission to Ministry of Education and Training on the *Common Curriculum*

In June 1994, the Agency made a submission to the Ministry of Education and Training on the *Common Curriculum, Grades 1-9*, recommending that learning objectives related to OHS education be incorporated into the school curriculum.

3. Develop and Implement An Accreditation System for Assessing Employers' OHS Programs

A six-member task force of the Agency's Board of Directors was formed in the summer of 1993 to develop an accreditation policy. The task force has proposed that the accreditation policy be developed on the basis of the following principles:

- That accreditation policies and procedures serve the goal of preventing workplace illness and injury by encouraging good health and safety practices and discouraging poor health and safety practices. It is expected that this will be accomplished by basing workers' compensation premiums, rebates, or penalties, at least in part, on an employer's accreditation status.
- That accreditation be integrated and co-ordinated with similar programs of the Ministry of Labour (MoL) and WCB in order to avoid duplication.
- That procedures and programs be administratively and economically feasible and enhance Ontario's bipartite approach to occupational health and safety.
- That there be public consultation on the major issues inherent in accreditation.

The Agency released a consultation paper on Accreditation in January 1995, and in March and April held public hearings in six locations around the province. The task force is currently considering the recommendations of the 123 submissions received.

4. Promoting Public Awareness of OHS: Communications, Public Education and Marketing

The amended *Occupational Health and Safety Act* gives the Agency the responsibility to promote public awareness of occupational health and safety. The Agency has undertaken numerous initiatives to address this element of its mandate, as described below. Many of the Agency's communications activities, directed at raising awareness of certification requirements, also have served to raise general awareness about OHS issues.

a. Publications

The Agency has created and produced several publications including:

- i. *The Workplace Health and Safety Agency's Annual Report, Four Annual Reports (1990, 1991, 1992, 1993)*
- ii. Newsletters

The Agency publishes, and has published, several newsletters for different audiences in Ontario's OHS community.

- *At the Agency*

At the Agency is one of the Agency's leading communications vehicles and has been praised for its professional layout, design and content. Originally a six-page English-only publication, in 1994 the newsletter was redesigned, enlarged to 16 pages and became bilingual. In 1995 the focus of the editorial content shifted to include more stories about general health and safety issues, as well as highlighting successful health and safety events.

- *Network*

Network is published quarterly by the Workplace Health and Safety Agency for graduates of the Agency's health and safety Core Certification Training program. It is intended to keep the graduates of the CCT program interested in health and safety, to make them feel part of a community of health and safety advocates across the province, to allow the

Agency to communicate news to them and support them in performing their duties.

- *Inside the Agency*

Inside the Agency is the Agency's internal newsletter. It is intended to keep Agency staff in touch with one another through personal news, reports on Agency events, special announcements, and other activities.

- *Highlights from the Board*

Highlights from the Board is a summary of consensus items from Agency Board meetings. This one or two page publication is sent by fax to about 200 key health and safety leaders after every Board meeting.

- *Agency Update*

Agency Update was a one-to-two page newsletter that was sent to employees of the HSDOs to keep them informed with regard to the reorganization of the health and safety delivery system. It ceased publication in late 1992.

- *Certification Update*

Certification Update was a one-to-two page newsletter that was sent to Agency employees, HSDO employees and others to keep them informed of developments as the Core Certification Program was being created. It ceased publication in the spring of 1993.

iii. Brochures

The Agency has produced brochures on the following programs and services-offered by the Agency and the HSDOs:

- The Agency's Grants Program
- Musculoskeletal Injuries Prevention Program
- Certification
- Workplace Health and Safety Agency
- Employee Assistance Plan

iv. Other Communications Print Materials

- *Employee Guide*
- *Board Guide*
- *Agency Faxes*
- *Certification Poster*

b. Conferences, Seminars and Symposiums

The Agency distributes materials to and discusses its programs with key stakeholders at various conferences, seminars and symposia across the province.

c. Speaking Engagements

The Agency Vice-Chairs are asked to speak, either individually or as a team, to numerous labour, business and occupational health and safety groups. Information kits dealing with the Agency and its activities are often handed out at these speaking engagements. Since 1991, the Vice-Chairs have made more than 250 joint or individual appearances at different events.

d. Public Inquiries

The Communications Department and the Certification 1-800 line handle requests from the public for general information about the Agency and its work. Agency fact sheets on various topics (Agency Faxes) and other materials are regularly sent out to members of the public who seek information about OHS, the Agency or its activities.

e. Advertising Campaign for Launch of Core Certification Training

The Agency undertook a major advertising campaign in April 1993 to coincide with the launch of the Core Certification Program. A four-week billboard campaign promoted Certification through 235 billboards in the 10 largest centres in the province. In addition, four separate newspaper ads ran for four weeks in the ten newspapers with the largest readership/circulation in Ontario.

The Agency has also advertised on a regular basis in the *Globe and Mail's Report on Business Magazine* and trade publications such as *Human Resources Professional*.

f. Media Relations

As part of the April 1993 launch of Core Certification, the Vice-Chairs launched a 14-city, five-week media tour of Ontario.

In addition, the Agency provides regular updates and information to the media concerning health and safety issues and Agency developments. Since 1991, the Department has issued more than 60 news releases. The Agency Vice-Chairs have met with representatives of several news organizations, including *The Toronto Star*, *The Globe and Mail*, *The London Free Press*, and *The Kitchener-Waterloo Record*.

g. Direct Mail

Direct mail campaigns to raise employer and human resource professional awareness about Core Certification Training and other Agency programs have been undertaken as follows:

- Core Certification Awareness Letter sent to 26,000 CEOs, April 1993
- Core Certification Information Package sent to 26,000 CEOs, May 1993
- Follow-up Reminder Core Certification Letter sent to 24,000 workplaces, May 1993
- Information Package on Certification Criteria and Categories, Compliance Guidelines and Questionnaire sent to 24,000 workplaces, August 1993
- Follow-up Reminder Information Package on Certification Criteria and Categories, Compliance Guidelines and Questionnaire sent to 20,000 workplaces, November 1993
- Mailing to Human Resources Professionals sent to 12,000 workplaces, December 1993
- Mailing with Letter from Minister of Labour outlining new Compliance Deadlines Under Ont. Reg. 362/94 sent to 17,000 businesses, June 1994

- Mailing of MIPP promotion materials to approximately 20,000 Core Certification graduates, January 1995
- Mailing of MIPP promotion material to 8,500 workplaces, May 1995

h. Videos

The Agency has established its own video production unit. The unit has produced the following videos:

- *Working Together*, a promotional video with background information on Core Certification Training; 10 minutes; November 1993
- *Learning Together*, a promotional video on the first Core Certification Training Program graduates; 12 minutes; November 1993
- *Winning Together*, a promotional video featuring testimonials from some of the first Core Certification Training Program graduates; 12 minutes; April 1994
- *Home Suite Home Office*, a promotional video on how small business/home office workers can avoid repetitive strain injuries; 30 minutes; June 1995
- *Look Around*, a program for young workers, their employers, educators and parents/guardians; one half-hour; distributed to Ontario school boards, May 1995
- *VideoJournal*, documentary profiles of Certified Members and Agency activities, directed to health and safety professionals; 15 minutes; March and September 1995
- *Health and Safety In Your Workplace*, nine Segments for general audience; aired on TVO/CBC Newsworld, 1994
- *Core Certification*, twelve educational videos for use in Core Certification Program; 3 hours English/French; 1994
- *Claims Training*, a promotional video on injured employees who return to work sooner through modified work program; produced for Management Board Secretariat, March 1994

Agency videos have been shown widely at trade shows, speeches, and conferences.

i. WorkWeek

Nine three-minute segments were produced on health and safety topics such as repetitive strain, stress and shiftwork. The stand alone items were aired regularly on *WorkWeek*, a television series on work-related issues broadcast each week on both CBC Newsworld and TV Ontario in the winter of 1994. The items also have been repackaged for general distribution.

j. General Outreach

The Board of Directors tour locations across Ontario to meet directly with managers and workers involved with health and safety to hear their concerns and opinions on OHS.

Community breakfasts are also held in each city to meet with community leaders and members of JHSCs.

To date, tours have taken place at the following locations:

Inco Creighton Mine	Sudbury, Ontario
Chrysler Assembly Plant	Windsor, Ontario
Bruce Nuclear Plant	Port Elgin, Ontario
Cuddy Food Products	London, Ontario
Labatt Breweries	London, Ontario
Bell Northern Research	Ottawa, Ontario
Provincial Papers	Thunder Bay, Ontario
Quaker Oats of Canada	Peterborough, Ontario
St. Joseph's Hospital	North Bay, Ontario
Ontario Natural Resources	
Safety Association	North Bay, Ontario

k. Other Activities

In 1994, the Agency assisted with the production of *Children for Hire*, a one-hour documentary on the OHS dangers facing young workers in Canada. Produced by an independent film-maker with funding and research support from the Agency, the documentary aired on CBC Newsworld and TV Ontario. The Agency is now distributing a shorter version to Ontario schools.

I. Young Worker Awareness Campaign

In May 1995, the Agency launched the Young Worker Awareness Campaign to educate young people about the dangers they face at work. The campaign targets workers 15 to 24 years old through radio and television public service announcements, and supplementary information materials. It will concentrate on informing young people about their rights and responsibilities under the *Occupational Health and Safety Act*. Paul Kells, father of 19-year-old Sean Kells who was killed last November in a workplace chemical explosion, is collaborating with the Agency on the program.

m. Employer Commitment Project

The Agency is planning a campaign to demonstrate to chief executives that health and safety is an essential element of good management and effective leadership.

Key messages of this campaign will include the point made in a recent study commissioned by the private insurance company Liberty International Canada that "safety programs are an investment rather than a cost".

5. Provide Policy Advice to the Minister of Labour on OHS Issues

The amended *Occupational Health and Safety Act* gives the Agency the responsibility to provide policy advice to the Minister of Labour on OHS issues that may be brought to its attention. The Agency has provided such advice through consultation and written submissions on a number of issues, as outlined below:

a. Response to the Report of the Occupational Diseases Task Force

In October 1993, the Agency made a submission to the Minister of Labour on the *Report of the Occupational Diseases Task Force*, which was released in March 1993.

b. The Ministry's *Strategic Directions* Discussion Paper

In February 1994, the Agency responded to the Ministry's *Strategic Directions* discussion paper, outlining the views of the Agency on some of the major issues posed in the Ministry's document.

Among other comments, the Agency submission noted that it is essential to promote co-operation between the Ministry and other health and safety organizations to maximize efficient use of resources and prevent duplication of efforts.

c. Submission on WCB's Strategic Plan

In July 1994, the Agency responded to the WCB's draft five-year strategic plan entitled *Planning for the Future: Draft Strategic Plan 1994*. The Agency submission, which also was forwarded to the Minister of Labour, made recommendations on the following: health and safety programs and the use of incentives by the WCB; coverage; revenue and funding; information services, database and statistical reporting; and research.

d. Proposed Adjudicator Regulation

The Agency prepared a submission to the Ministry of Labour on its Draft *Proposed Unilateral Work Stoppage Regulation* which was released by the MoL in early June 1994.

e. Multi-Site JHSC Guidelines

The Agency is consulting with the MoL on the guidelines that are being developed to assist Ministry staff in assessing applications for Minister's Orders for multi-site joint health and safety committees. These applications will be made under recent amendments to the *Occupational Health and Safety Act* contained in the *Statute Law Amendment Act (Government Management and Services, 1994)*.

f. Farm Workers and Farming Operations

The Agency has made two submissions to the Minister of Labour on amending the *Occupational Health and Safety Act* to cover farm workers and workers involved in farming operations.

6. First Aid Standards Development and Implementation

The 1990 amendments to the *Occupational Health and Safety Act* delegate to the Agency responsibility for developing standards for first aid training and education. The amended Act also clarifies that the Ministry of Labour has authority under subsection 70(2)(43) to prescribe "first aid requirements to be met and first aid services to be provided by employers and constructors." The Agency has

therefore been working jointly with the Ministry of Labour to fulfil its responsibilities under the *Act*.

In order to initiate discussions on revamping Ontario's current first aid regulation and establishing training standards, the Ministry and the Agency jointly released a consultation paper in November 1993.

The consultation paper was distributed to each of the health and safety delivery organizations and other stakeholders in the Agency system. In addition, the Agency consulted with stakeholders through the networks of both parties of the Board of Directors and the Small Business Advisory Committee.

In the late fall of 1993, the Agency, together with the MoL, established a bipartite First Aid Technical Advisory Committee to advise on first aid policy and the development of the first aid training standards. The Agency and the MoL have also held meetings with representatives of first aid training delivery organizations. On the basis of these consultations, the Agency has drafted first aid training standards and in November 1994 presented a submission to the Minister of Labour on first aid training administration. Along with the Ministry's draft first aid regulation, these will form the basis of a second round of consultations.

7. Administration and Funding of HSDOs and OHS Clinics

The HSDOs and the Occupational Health Clinics for Ontario Workers (OHCOW) collectively offer a multitude of programs and services to employers and workers across the province. The Agency has undertaken numerous initiatives to streamline and co-ordinate administration and program delivery within the Agency system, promote operating efficiencies, and encourage standardized reporting and planning practices by the delivery organizations.

In undertaking these initiatives, the Agency has sought to ensure that the HSDOs are involved with and fully consulted on the development of policies, programs and projects which affect them.

a. Organizational Review and Re-organization of the HSDOs

In 1991, the Board of Directors commissioned an independent review of the delivery system. The resulting report, which consolidated information on HSDO programs and administrative structures, offered a number of recommendations for streamlining the delivery system.

Based on this review, in October 1991, the Agency's Board approved a Strategy Working Document containing sixteen recommendations for changes to the delivery system. These recommendations outlined specific proposals for integration of functions in the delivery organizations, with the intent of conserving resources and addressing gaps and potential duplication.

This Strategy Working Document was sent to the Board of Directors of all the HSDOs. Meetings were then held between the members of the Boards of the affected organizations and the Agency. Throughout the process of re-organization that followed, the Agency sought to ensure that the HSDO's were fully consulted.

In 1993, the Agency implemented an integration of three HSDOs – the Mines Accident Prevention Association, the Ontario Pulp and Paper Makers' Safety Association and the Forest Products Accident Prevention Association – to form one association called the Ontario Natural Resources Safety Association (ONRSA).

In support of the consolidation and co-locations, the Agency undertook a skills inventory for staff and managers at all the HSDOs, developed a data base of HSDO personnel policies and practices, developed options for the proposed organizational structure for ONRSA, and provided guidance in the recruitment process for the Executive Director.

In addition, the Agency provided technical guidance regarding human resources issues to the Industrial Accident Prevention Association (IAPA) and the Workers Centre relative to the integration of staff to their organizations from the Caregivers of Ontario Safety and Health Association (COSHA), the College, University and School Safety Council of Ontario (CUSSCO), and the Tourism and Hospitality Industry Health and Safety Education Program (THIHSEP) in 1994. This was provided through meetings with the Agency's Legal Counsel, Director of Human Resources and the Chief Administrative Officer.

The Agency also encouraged the establishment of the Council of Ontario Safety and Health Sectoral Organizations (COSHSO), an alliance between the Workers Health and Safety Centre and the Industrial Accident Prevention Association to provide leadership in the development of joint initiatives.

b. Standard Budget Formats and Financial Reports

In the spring and summer of 1993, the Agency developed a standard budget format and financial reporting system for the HSDOs and OHCOW.

c. Inventory and Review of HSDO Programs

In the summer and fall of 1993, the Agency prepared an inventory of the programs offered by the HSDOs in the Agency system. This inventory allowed the Agency to identify clusters of similar programs in the Agency system, and facilitated co-ordination and evaluation functions.

d. Policy Statement on Fiscal Responsibility, Recoveries and Program Pricing

In December 1993 the Board of Directors approved the Agency's *Policy on Fiscal Responsibility, Recoveries and Program Pricing*. This policy statement was developed in consultation with the HSDOs. It provides that:

- Fiscal responsibility and prudence are of the highest priority for the Agency and the HSDOs.
- Budgeting and published, audited financial statements are the cornerstone of fiscal accountability.
- 80% of *recoveries net of cost* (RNOC) on centrally developed programs will be earmarked for research and development.

e. Program Reporting

In the spring of 1994, the Agency developed *program reporting forms* for the HSDOs to ensure that standard information is reported to the Agency on program delivery and product sales. As of September 1994, HSDOs are required to submit this information on a semi-annual basis.

f. *Program Planning and Pricing Guidelines*

In January 1995, the Agency Executive approved *Program Planning and Pricing Guidelines* and an accompanying *Program Planning and Pricing Workbook*. These were prepared by an Agency task force as a follow-up to the Agency's *Policy on Fiscal Responsibility, Recoveries and Program Pricing*.

g. Program Evaluation

The Agency believes that one of its most important functions is to co-ordinate and facilitate program evaluation activities in the Agency system. To this end, it has undertaken several initiatives related to program evaluation.

i. Development of Program Evaluation Policy

In the spring and summer of 1994, the Agency drafted a Program Evaluation Policy for the Agency and the HSDOs.

The policy provides for program performance to be reviewed regularly by the Agency and the HSDOs, and for the results of evaluation to be used for accountable program management.

ii. Establishment of Program Evaluation Advisory Committee

The Program Evaluation Policy provides for a Program Evaluation Advisory Committee (PEAC), with the purpose of providing advice to the Agency, and co-ordinating program evaluations by the Agency and the HSDOs.

iii. Evaluation Assessment of MIPP

An Agency/HSDO task force is currently preparing an evaluation assessment report for the MIPP course. This report will constitute the planning phase of an evaluation, in which options are developed for evaluation criteria, approaches, and methodology.

h. Strategic Planning Requirements for Budget Proposals

In May 1994, the Agency developed strategic planning requirements for budget proposals.

These requirements call for strategic plans and program profiles to accompany HSDO budget submissions. The Agency believes that it is essential to collect this information in order to conduct systematic evaluation work in the Agency system.

8. Provide Funding and Support for Research on OHS Issues

a. Grants Program

Under clause 1g of the *Act*, the Agency has the power to "provide funding for occupational health and safety research."

i. Grants Administration

Beginning in October 1991, the Agency administered a grants program from consolidated revenue funds transferred to the Agency by the Ministry of Labour. In April 1993, this grant budget was terminated and a subsequent moratorium was imposed on the consideration of all new grant proposals. Only a small number of ongoing programs continue to be supported from Agency funds. These include grants to professional training programs at McMaster University and the University of Toronto, and the Inquiries Service of the Canadian Centre for Occupational Health and Safety.

b. Data Analysis Project

The data analysis project is an in-house research initiative whose major objectives are the identification of:

- factors associated with high injury/disease rates;
- industries/occupations/groups of workers or employers which should be targeted for OHS interventions; and
- indicators for measuring the effectiveness of those interventions.

Several sources of data will be considered in achieving these objectives, including routinely collected information by the WCB, the HSDOs and the MoL, as well as information collected by agencies external to the Ontario OHS system (such as Statistics Canada). Results of these analyses will be reported and disseminated to interested parties.

The Agency has produced a paper based on analysis of workers' compensation claims data, "Analysis of 1990 Sprain and Strain Injuries in Ontario," which has been accepted for publication in *The Journal of Occupational Medicine*.

c. Co-ordination with Other Research Organizations and Researchers

i. Research Working Group

In the fall 1993, the Agency organized an informal working group, with representatives from each HSDO to discuss research priorities within the Agency system.

ii. Brainstretching Seminars

The Agency has developed a seminar series, called "Brainstretching Sessions," to promote information-sharing, networking and discussion about occupational health and safety issues among organizations and individuals concerned with OHS.

To date, four sessions have been held on the topics of musculoskeletal injury, design for health and safety, WHMIS, and alternative training approaches and techniques.

iii. Participation in Multi-Agency Groups and Other Liaison Activities

The Agency has worked with the MoL, the WCB and other public sector agencies in a number of initiatives to share information and help co-ordinate research activities. These include participation in meetings of a multi-agency group to share information on occupational disease research, and multi-organizational meetings convened by the Deputy Minister of Labour to follow up on recommendations of the Occupational Disease Task Force.

The Agency has held extensive discussions with the WCB regarding sharing of data. These culminated in an agreement between the WCB and the Agency that the WCB would transmit selected claims and firm data to the Agency System Data Base. Discussions regarding data sharing have also been held with the MoL.

The Agency, MoL, and the WCB have formed an ad hoc advisory group to make recommendations to a Canadian Standards Association Committee on collection and coding of occupational injury causation data.

d. Evaluation of Occupational Health and Safety and Joint Health and Safety Committees

In the winter of 1994, SPR Associates commenced an "Evaluation of Occupational Health and Safety and Joint Health and Safety Committees" on behalf of the Agency. This study replicates a 1986 survey of JHSCs conducted for the Advisory Council on Occupational Health and Occupational Safety (ACOHOS).

The first phase of this study was intended to provide a benchmark of OHS functioning in Ontario workplaces to assist the Agency in its efforts to improve occupational health and safety training and program delivery. A follow-up study is currently under way to assess the impact of certification training and other factors that may be associated with OHS performance.

As an adjunct to this study, case studies of selected firms were conducted by faculty and students at the Centre for Industrial Relations at the University of Toronto. These case studies examined a number of factors related to JHSC and OHS performance.

e. Survey of Women's Work-Related Health Concerns

The Agency, in co-operation with the Occupational Disease Panel, is contracting a study of working women's health concerns by the Centre for Health Studies at York University. This project is considering occupational health risks encountered by women in a wide range of demographic groups, hierarchical levels in organizations, locations in the province and levels of experience in both traditional and non-traditional work.

f. Submission to the Dunlop Commission

In March 1994, the Agency prepared and presented a submission to a subcommittee of the Dunlop Commission, a U.S. government-sponsored commission examining labour-management co-operation in American workplaces.

The paper presented evidence of a declining trend in workplace accident rates that began in the early 1970's but became more pronounced after 1979, the year the *Occupational Health and Safety Act* was enacted. Citing Ontario and Canadian workers' compensation data from 1972 to 1989, the paper shows a decline in total workplace accidents, especially after 1979, that is not likely due to chance and cannot be ascribed to unemployment.

The decline supports the hypothesis that the 1979 *Act* had a "positive impact on OHS performance." Similar, although not statistically significant, declines are noted in lost-time injury and fatality rates, again more pronounced after 1979.

The paper also cites several surveys of joint committees over the last 15 years and details four examples of companies that have built successful occupational health and safety programs around management-labour co-operation.

9. Funding of Construction Workers

Subsection 16(6) of the *Act* requires that the Agency "make payments to persons regularly employed in the construction industry...in respect of the time spent" becoming certified.

In order to address issues related to this obligation, a Construction Industry Certification Task Force was established by the Board of Directors in the summer of 1993. The task force recommended the creation of a fund based on a surcharge to employers in the construction industry to train committee members. Procedures for selection of workers to achieve appropriate geographical and trade representation were established by the local Building Trade Unions as delegated by the Provincial Building Trades Council.

10. Small Business Advisory Committee

Subsection 16(7) requires the Agency to establish a Small Business Advisory Committee composed of an equal number of representatives of managers and workers from the small business community.

In July 1993, the Agency held the inaugural meeting of the Small Business Advisory Committee.

In July 1994, the Board of Directors established a special Task Force on Occupational Health and Safety Training for Small Business to examine the issue of certification training-where seasonal work, high turnover and a high percentage of part-time staff create complications for employers.

B. ACTIVITIES IN SUPPORT OF THE AGENCY MANDATE

The Agency has undertaken numerous administrative, liaison, planning and organizing activities in support of its work and the achievement of its mandate. A summary of these activities is provided below.

1. Administration

The Agency has established several administrative departments and services in support of its activities. These include:

- Human Resources and Administration
- Finance and Systems
- General Counsel
- Warehouse and Print Shop
- Board Co-ordinator
- Marketing Services

2. Co-operation with the MoL and other OHS Organizations

In carrying out its responsibilities, the Agency has worked closely with other organizations responsible for OHS in Ontario. In particular, it has developed a co-operative working relationship with the Ministry of Labour in a number of important areas.

a. Co-operation with the MoL in Defining the Agency's Executive Function

During its first year of operation, the Agency faced great challenges in developing an effective administrative model and appropriate working relationship with the Ministry of Labour. Its position as a bipartite Schedule III agency left it on largely uncharted ground in this respect, resulting in a number of ambiguities in defining the roles of the Executive Director, the Ministry, and the Vice-Chairs with respect to the administration of the Agency. After approximately one year of operation, the Agency in collaboration with the MoL commissioned a report by an independent consultant to review some of the difficulties associated with the definition of the role of the Executive Director. This report, produced in February 1992, found that the customary definition of the function of an Executive Director of a Schedule III agency failed to take into account the unique bipartite nature of the WHSA. The subsequent Memorandum of Understanding, which set forth the terms for administrative operation of the Agency, took

the recommendations of this review into account by providing that the two Vice-Chairs would act as joint Chief Executive Officers.

b. Participation on Committees with the MoL and Other Organizations

The Agency participates on a number of committees, networks and task forces with the MoL and other government agencies.

i. Participation in the MoL Deputy Minister's Committee on Occupational Disease Research

The Agency has participated on a committee convened by the Deputy Minister of Labour to follow up on recommendations of the Occupational Disease Task Force. The purpose of this committee was to share information and better co-ordinate research on occupational diseases.

ii. Regular Meetings on Certification Issues

Staff in the Certification Department hold regular meetings with MoL staff on various issues related to Core Certification Training.

iii. Participation in MoL's Committee on JHSCs

The Agency was invited to send an observer to meetings of an internal MoL Committee which was charged with preparing question and answer materials interpreting provisions in section 9 of the *Occupational Health and Safety Act* dealing with establishment of joint health and safety committees. This committee met between August 1993 and June 1994.

iv. Briefing Notes for MoL

The Agency provides briefing notes to the MoL and House Notes for the Minister on topics related to the functioning of the Agency.

v. OPS Program Evaluation Network

Agency staff regularly participate in a network of Ontario Public Service staff who meet to discuss how government agencies and ministries should develop and apply program evaluation policies and techniques.

c. **Co-operation with the MoL in Assuming Grants Commitments**

As noted above, one of the legislated responsibilities of the Agency is to provide funding for occupational health and safety research. As a consequence, the grants program for OHS research and professional training, previously administered by the MoL, was transferred to the Agency in 1991. Until April, 1993, these grants were funded by a transfer payment from the MoL. However, due to provincial fiscal constraints introduced in the spring of 1993, these transfer payments were discontinued. As a result, the Agency was forced to terminate many long-standing funding arrangements for programs which had come to rely on the grants program for their existence. In keeping with the request of the Ministry, the Agency was able to re-establish funding for selected programs from its own resources. It therefore re-instated funding to the professional training programs at the University of Toronto and McMaster University. As well, at the request of the Ministry, it assumed the entire responsibility for Ontario's contribution to the Canadian Centre for Occupational Health and Safety, which it had previously shared with the Ministry.

3. Agency System Data Base

The Agency System Data Base, administered by the Finance and Systems Department of the Agency, allows all HSDOs access to WCB records on firms, rates, and firm health and safety performance. Information is extracted monthly from WCB files, verified, summarized, and the resultant data files delivered to each HSDO.

Each HSDO can add to the data base information specific to its own operation such as contacts, additional data on incidents and causes of injuries, or data on selected firms. Users have the option of printing standard or custom reports, in addition to graphics.

The data base is also used as the basis for statistical analyses and summarizing aggregate claims and firm data.

4. Agency Library

The Agency has established a library to help meet the information needs of the Agency and to serve as a repository of Agency publications and productions. The library strives to minimize duplication of readily-accessible external resources and maximize use of non-print forms of information such as CD-ROM, external electronic data bases and microfiche.

Holdings of the library are catalogued on a searchable database which can be accessed from all Agency work stations.

Agency staff, in co-operation with staff of the HSDOs, the Ministry of Culture and Recreation, and the Ontario Library Association are currently exploring needs and opportunities for ensuring access to OHS resources throughout Ontario, particularly in remote locations.

5. Records Management Project

In February 1994 the Agency established a Records/Information Management Project (RIM) with the following objectives:

- To document the data/information which the Agency collects, processes, keeps and discards.
- To understand and document data and information flows through the Agency.
- To identify and articulate the records/information management needs of the Agency.
- To establish a records management program that will meet Agency needs.

This project is being implemented with the participation of six project teams, each comprised of key representatives and users from various functional areas in the Agency.

6. Strategic Planning Process

The Agency's Board of Directors and Executives of the Agency and the HSDOs have held a number of sessions on strategic planning and priorities. A paper entitled "The Changing Workplace: Challenges for Health and Safety" has been prepared to provide background information in support of the strategic planning process.

Themes addressed in this paper include psycho-social factors related to OHS; organizational culture and technological developments in a changing economy, and their implications for OHS; economic issues related to OHS; assessment of OHS data and research as a basis for priority setting; demographic factors and OHS; specific hazards, injuries, and illness; and approaches to prevention.

A strategic planning workshop by heads of the Agency and the HSDOs in November 1994 identified the following near-term priorities:

- Focus on Employer Commitment
- Optimization of Program Content and Delivery Standards
- Financial Planning
- Agency/HSDO Communications
- Training Needs for Small Businesses (with under 20 workers)

The Agency is continuing the planning process to refine strategies for meeting these objectives and further elaborate its long-term strategic goals.

QUESTIONS AND ANSWERS ABOUT THE WORKPLACE HEALTH AND SAFETY AGENCY

1. Why Was the Agency Created?

- The Agency was created to strengthen occupational health and safety education and other prevention programs, and give an equal voice to workers and managers in program development and delivery. Before it was formed in 1991:
 - Prevention programs were delivered by diverse organizations with little co-ordination or accountability, resulting in potential for inefficiency and duplication of service.
 - Research and experience showed that most employers and workers lacked sufficient training to fulfil their health and safety responsibilities.
 - It was becoming more apparent that enforcement alone could never ensure healthy and safe workplaces, and that strong Internal Responsibility Systems were the most cost-effective route to preventing injury and illness.

2. Why Is the Agency Needed?

- Prevention programs such as those offered through the Agency are key to controlling workers' compensation costs. A recent report on workers' compensation for Liberty International Canada states that prevention programs will do more to reduce workers' compensation deficits than increasing assessments or decreasing benefits.
- The Agency provides a forum for resolving health and safety issues through consensus-seeking processes involving labour and management. In her Ministerial Review of the Agency, Carolyn Tuohy observes that the Agency was founded in the belief that:

"Having labour and management take 'ownership' of problems of policy development and implementation might succeed in generating consensus and resolving conflict where more traditional approaches centred around the governmental bureaucracy had not."

- Although workplace fatalities and injuries are declining, the need for prevention remains acute. In 1994, 125,000 workers lost time from work due to injury and illness, and 247 died from work-related causes.

3. What Has the Agency Achieved?

Since its creation in 1991, the Agency has:

- Improved management of the delivery system:
 - As a result of the Agency's integration initiatives (from 12 health and safety delivery organizations down to 7), 74.5% of staff in the health and safety delivery system are now devoted to service delivery rather than administration, compared to 51.0% in 1991.
 - The Agency increased accountability and co-ordination of delivery services by introducing requirements for regular financial and program delivery reporting, program evaluation, and standardized budgeting and planning practices.
- Developed a data base of WCB claims information, and analyzed claims statistics in order to target prevention programs at firms, industries, and occupations with high injury frequencies.
- Increased training delivery:
 - 31,000 certified members have been trained since launch of the Core Certification Training program.
 - In addition to certification training, 93,000 participants received other health and safety training by the delivery organizations in 1994.
 - Total estimated training hours offered by the system, including certification training, increased from 0.7 million in 1991-92 to 1.2 million in 1993-94, a 71% increase.
- Increased awareness of health and safety by publicizing Agency programs and promotions such as the current Young Worker Awareness Campaign, which has sparked widespread interest among school representatives, parents, youth, and employers.

4. Is the Agency Having an Impact?

- Figures 1 and 2 (attached) show that the frequency of Ontario workers' compensation claims for total injuries, lost-time injuries, and fatalities has declined

since the Agency was created. Prevention programs such as those offered through the Agency have helped bring about these improvements.

- An independent evaluation of Core Certification Training indicates that both management and worker trainees believe that the training had a positive impact on health and safety in their workplaces.

Among management trainees,

- 82.5% expected that the training would improve joint health and safety committee performance,
- 77.9% expected it to improve the workplace inspections process,
- 75.3% expected it to improve compliance with legislation,
- 91.5% had a positive opinion of certification training after completing the course, compared to 72.2% before taking it, and
- 59% expected the course to contribute to decreased accident rates at their workplace.

For worker trainees, the comparable proportions are even higher.

- Many trainees have offered positive comments about certification training. For example, National Grocers has trained over 180 certified members. The safety manager believes that,

"Although the Certification Process has been a lengthy and costly venture, the rewards and savings to date have more than offset the initial cost."

Herbert Watson, assistant manager with Nash Engineering Company states:

"I thought it (Certification) was excellent. It was probably the best safety training course I've ever taken, and I've taken a lot of seminars. I hope other U.S. companies that own Canadian companies would do the same thing we did because it is extremely helpful."

- The health and safety delivery organizations report that they are witnessing increased demands for service and heightened awareness of health and safety as a result of certification training.

5. What Is the Agency Planning for the Future?

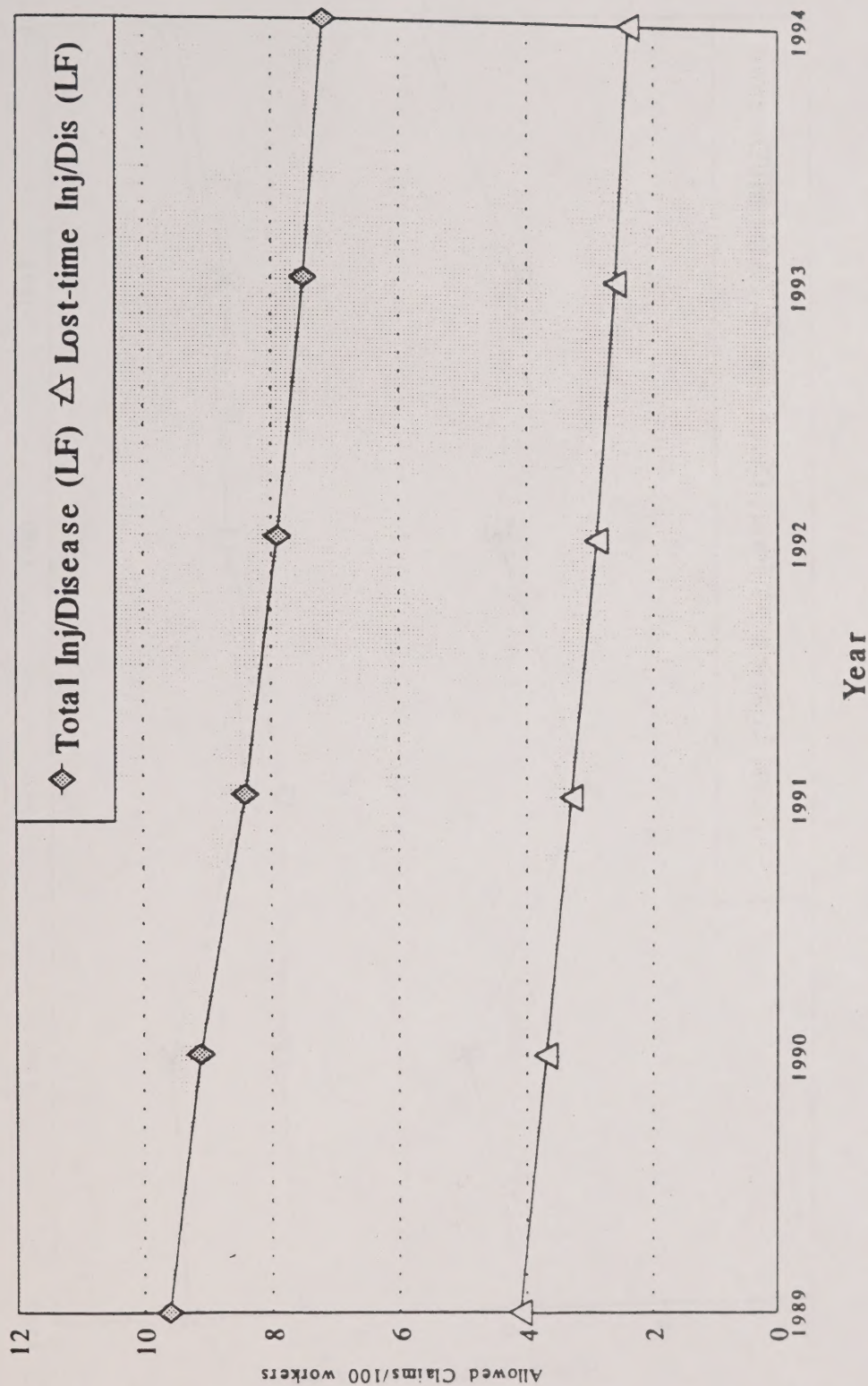
- The Agency has established a task force of the Board of Directors to address the recommendations of the Ministerial Review of the Agency by Dr. Carolyn Tuohy, and has already implemented a majority of the review's recommendations.
- Strategic planning by the Agency will address the recommendations of the Tuohy review, of a separate strategic review by an independent consultant, and the challenges posed by a changing workplace and society.
- One immediate Agency priority is a campaign to build employer commitment to health and safety. This campaign shares a goal articulated in the report for Liberty International Canada:

"The goal of... managing safety and loss prevention is to encourage ... employers to believe ... that safety programs are an investment rather than a cost and that all injuries are preventable ... Thus, instead of employers looking on safety regulations as a nuisance and ... a cost burden ... they begin to view it as an essential component of an effectively managed organization."

- Other immediate priorities for the Agency include continued improvement in co-ordinating programs across the delivery system, employer accreditation, first aid training standards, addressing the health and safety needs of small business, and public education activities, including the youth awareness campaign.

ONTARIO WORK-RELATED FREQUENCY RATES

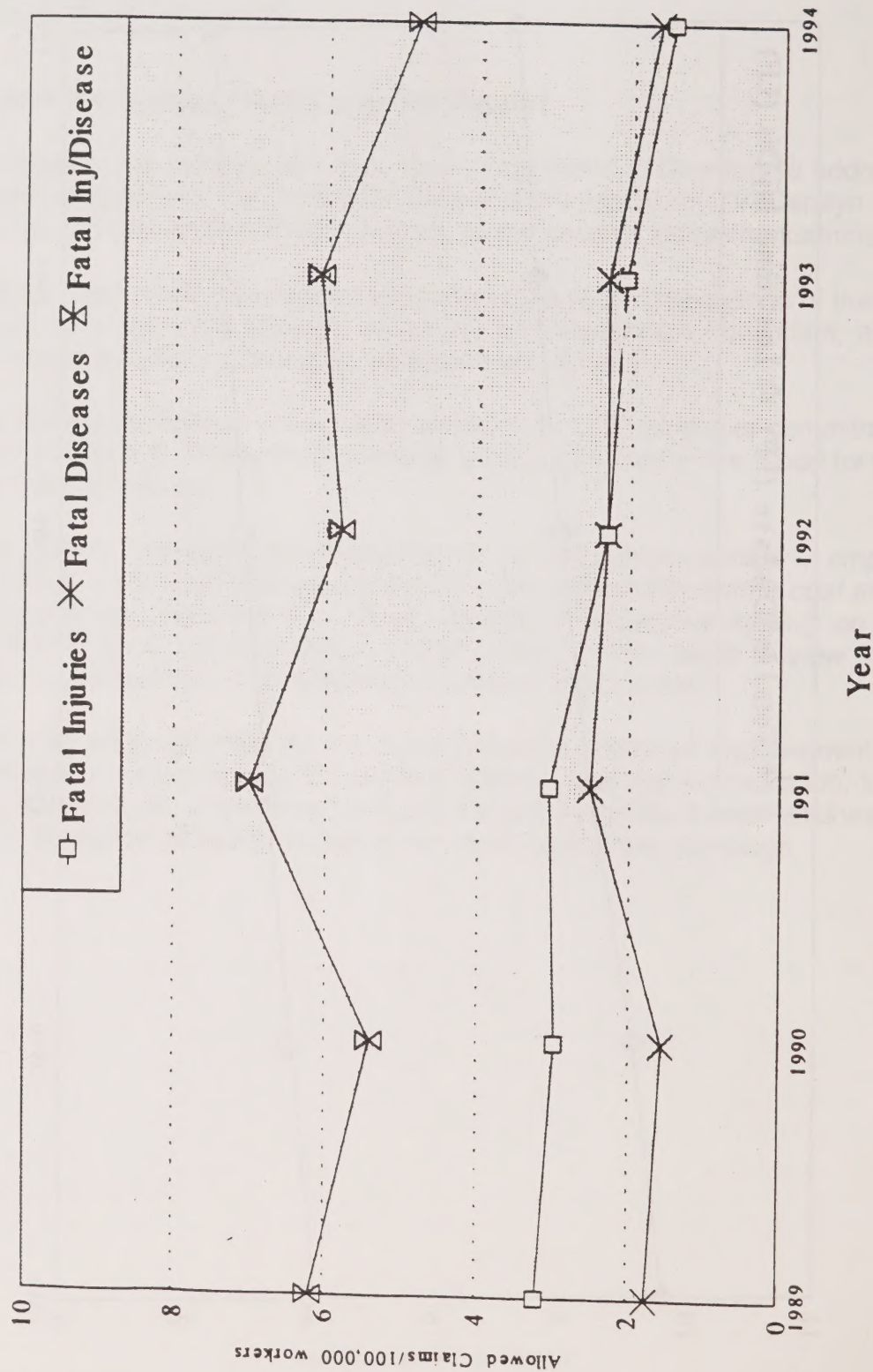
FIGURE 1 - Allowed Total and Lost-time Claims



Source: Injury Information, Ontario WCB Statistical Supplement to the Annual Report (1993)
1994 Injury Information, Corporate Data Services, Ontario WCB
Employment Information, Labour Force Survey (1994)

ONTARIO WORK-RELATED FREQUENCY RATES

FIGURE 2 - Allowed Fatal Claims



Source: Injury Information, Ontario WCB Statistical Supplement to the Annual Report (1993)
 1994 Injury Information, Corporate Data Services, Ontario WCB
 Employment Information, Labour Force Survey (1994)

